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ABSTRACT

The first half of this document deals with the nature of needs for higher quality in teacher education. The substance of quality in teacher education is discussed in light of the relationship between social reality and the schools. The second half develops the following outline of recommendations for a new program: 1) A National Teacher Education Foundation should be established immediately to devote itself to a) the promotion of basic inquiry, in cooperation with other national educational agencies, directed toward improvement and reform of schools and school systems; b) recommendation of priotities in teacher education program development; and c) implementation of projects directed toward the improvement of quality in teacher education. 2) General federal financial aid should be provided for undergraduate teacher education. 3) A federal grant program should be established for physical plant and equipment for teacher education. 4) A federal grant and contract program should be launched to stimulate the development of consortia of universities and public agencies in the preparation of teachers. 5) A federal support program should be provided for faculty and staff development in professional schools of education. 6) A federal project-based program should be undertaken for course content improvement in teacher education. 7) A federal project grant program should be provided for exemplary programs in teacher education. (JS)

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NATIONAL POLICY FOR THE IMPROVEMENT OF THE QUALITY OF TEACHER EDUCATION

A Statement by the National Association

of Colleges and Schools of Education

in State Universities and Land Grant Colleges

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FOREWORD

During a time of "a deep awakening to unfulfilled human possibilities," to borrow Dr. Cottrell's urgent phrasing, no one remains more concerned about the need for realigning the goals of teacher education than the American Association of Colleges for Teacher Education. In a continual concern with curricula, methodology, and assessment, the Association encourages views and ideas which underline the challenges in our field and which set down realistic guidelines for what interests us all--better teacher education.

Preparation of teachers extends beyond the day-to-day bounds; long-range views cast a lengthy shadow over short-range or practical preoccupations. The educator must know where he is going; he should touch bases with the real world; and he needs to search for the qualitative over the merely quantitative. In the process of such quests, he should consider issues and also react to them. Dr. Cottrell, formerly dean of education and now professor of education at Ohio State University, has taken a particular perspective in examining here what might be done to improve the quality of teacher education.

We appreciate NACSE's initiative in conceptualizing this publication and in securing an eminent writer who, incidentally, has served as a past president of AACTE. The American Association of Colleges for Teacher Education is pleased to serve as publisher for the final product. Our relationship with NACSE has always been close, and their members have often served as leaders in numerous AACTE activities.

Therefore, in the interest of stimulating study and action, this paper is offered by AACTE.

Edward C. Pomeroy
Executive Director

August 1970

NATIONAL POLICY FOR THE IMPROVEMENT OF THE QUALITY OF TEACHER EDUCATION

A deep awakening to unfulfilled human possibilities is sweeping across America today. The historic promise of a nation of individual and community freedom is challenged for fully real achievement, not merely for idealistic hope. Universal education is seen as essential to such achievement, but our schools are not good enough. Improvement of schools hinges upon a higher quality of teacher performance and leadership. To supply a force of differently qualified teachers, their education must be differently conceived, organized, and supported.

A new program of action for improved teacher education is urgently needed. In brief, National Association of Colleges and Schools of Education in State Universities and Land Grant Colleges (NACSE) advances the following recommendations toward that end:

1. A National Teacher Education Foundation should be established immediately to devote itself to:
   a. The promotion of basic inquiry, in cooperation with other national educational agencies, directed toward improvement and reform of schools and school systems;
   b. Recommendation of priorities in teacher education program development; and
   c. Implementation of projects directed toward the improvement of quality in teacher education.

2. General federal financial aid should be provided for undergraduate teacher education, beginning with a small number of institutions of recognized quality and expanding eventually to a larger segment of the institutions preparing teachers in this country.

3. A federal grant program should be established for physical plant and equipment for teacher education.

4. A federal grant and contract program should be launched to stimulate the development of consortia of universities and public agencies in the preparation of teachers.

5. A federal support program should be provided for faculty and staff development in professional schools of education.

6. A federal project-based program should be undertaken for course content improvement in teacher education.

7. A federal project grant program should be provided for exemplary programs in teacher education.

Social Reality and the Schools

A new kind of education for the teaching profession, on a higher level of quality, is required today, primarily because social and cultural conditions exist, which were never before so vividly realized, nor so fully the objects of widespread concern and public resolve for amelioration and correction, and with which present-day schools cannot effectively deal. With all of the high human purpose generated over the past two centuries by America in the world of peoples, today we are confronted by certain intolerable failures in our own midst. They can and must be eradicated. Better schools are a prime instrument for this

purpose.

Universal school attendance in this country is a fact for young children, but the force of the idea is rapidly compromised after the age when the requirements of attendance laws have been met. Drop-outs are multiplying in the adolescent years when the relevancy of school programs diminishes for many children. The ranks of the unemployed are heavily populated with school drop-outs.

Pockets of poverty, even regions and classes of people subject to unusual economic deprivation, limit the achievement of equal opportunity in this country, as well as in many other places in the world. Better schools could be the touchstones to productivity in such areas.

Straight-out effort to preserve separation of the races in school and society, as well as unknowing and unintended-racial, religious, class, and other discrimination still exist in many parts of this country. Black people have perhaps suffered most in this respect, but other groups also are seriously affected. Some school programs obviously are biased toward a white, middle class goal, rather than toward coping with poverty and discrimination. Unequal educational opportunity for all of the people will not square with the ideals to which this country is deeply committed.

Rapid information processing and communication, increase and acceleration of travel, environmental pollution and population expansion have now overtaken the ability of man to cope adequately with events and public policy decisions which affect his own collective security. Governance problems, once exclusively local, now often

have world-wide involvement. Thus, civic participation of the individual, on any level of significant influence, has become very sophisticated business. Education for free citizenship has become one of the most exacting and even baffling obligations of schools. A new kind of teacher is required to build and to function in a school which can promise to fulfill this obligation.

Conditions such as these, when combined in their greatest severity, are producing virtual chaos in certain communities. In the face of such a situation, we are forced to re-examine our total teacher education program and to take bold steps toward reform. Such reform, of course, will have to be coupled with massive reform of the schools themselves. Many teachers already know how to teach much better than their present schools will allow them to do. Rigid administration, poor organization, and public apathy toward school improvements restrain constructive changes in many communities. But it is just such circumstances toward which teacher education reform proposals should be directed. A higher quality of teacher education should enable members of the profession to function in order to make significant impacts upon the eradication of such barriers to better education.

The Support Problem of Achieving Higher Quality in Teacher Education

Large, complex teacher education institutions which can command the scholarly resources to upgrade the quality of preparation of new teachers, both before and during service, are starved for the physical and operational resources to deal with the broad, total problem of quality in the performance of all teachers. The subsistence of these institutions

is provided by local and state authorities on a basis almost exclusively reflecting the numbers of students enrolled, on a par with undergraduate university programs in the liberal arts, and with little if any concern for the character of a program tailored to high professional standards. Supplemental funds from national sources now frequently divert and fractionate their energies by requiring attention to a variety of special group purposes and projects. While education has emerged as a significant mechanism for social change, colleges for teachers must now do more and better work with static priorities for support, both within the universities and from government at all levels. A new estimate of the needs for higher quality in teacher education must now be made. The following sections of this statement undertake to show the nature of those needs and to suggest some steps for their realization.

The Substance of Quality in Teacher Education

A New Social Reference

Science and technology have swept through American social culture in the past quarter century, taking a desolating toll of old and accepted ideas, as well as opening unbelievable new horizons for the fulfillment of man's potential to live a life of human worth and dignity. Expanding urban communities today are centers of turmoil, and rural communities are not left untouched. Teachers must learn to reduce this turmoil, or focus it upon positive goals. New methods of production are making old skills obsolete and raising the requirements for employability. Teachers must learn to upgrade school programs accordingly. The mobility of the population has obscured the identity

of many communities, small and large, and dissipated their sense of responsibility for the welfare of their own people. Teachers must understand how to help build communities able to accept responsibility for their own common life and resolved to work toward the solution of their own common problems. The security of individual achievement has been diminished by a sense of abject dependence upon national and international controls. The spread of war, inflation, wide ranging poverty, and human brutality seems less and less to respond to control through individual effort, family integrity, or even local community endeavor. Teachers must learn how to help restore confidence in the efforts of individual people. Psychic stability and health, once safeguarded largely through personal standards, must now be achieved, if at all, under a barrage of extensive and instantaneous communication with respect to what other people everywhere are doing and thinking. Teachers must learn how to help reduce confusion and strengthen personal ability to cope with it constructively. These and many other conditions of our times have transformed the nature and potential functions of schools and colleges. Teachers, once sufficiently qualified when they could transmit limited knowledge and skill, must now be replaced by people able to understand, use, and modify vastly more complicated instructional programs.

Under the Elementary and Secondary Education Act of 1965 and the Education Professions Development Act of 1967, to be sure, efforts have been made recently to deal with some of these needs, especially in communities of poor and disadvantaged people. These efforts have been tiny,

however, by comparison with the size of the problems, and have often dealt with symptoms, rather than causes. Moreover, they have made virtually no impact upon the quality of teacher education.

Reality and the Education of a Teacher

To know the reality of life in present fluid and expanding communities, as well as to know how the student perceives it, are the irreplaceable bases upon which the artistry of the teacher can grow. Without realism as a guide, teacher education can only produce grotesque results in the performance of the professional graduate.

But reality for the teacher is vastly different today than a half century in the past, for the reason of the obvious revolution in the institutions and customs of society and the accelerating pace of such basic changes. The reality of a cohesive learning has given way to one of burgeoning innovation. To teach under the new reality requires constant touch with it and constant concern with the nature of its changes. Teacher education literally must now be conducted in the very midst of living reflection and social action. The gap between theory and practice is being closed in the expectation of the students. Thus program development for teacher education must now cope with and utilize a new dynamism and sense of urgency among students preparing for teaching careers.

All of the major worries and frustrations of our generation are brought directly into college classrooms by prospective teachers, and they challenge faculty members to consider how the teacher can significantly relate to them. Racism of any type haunts the conscience of the young. Poverty in an affluent society seems an illogical and

incongruent circumstance, and young people search both for a rational explanation of it and for a means whereby education can help to eradicate it. Under the threat of "the bomb," war seems not only obsolete but also an arrogant presumption, as a means of settling large or small controversy among peoples of the world. The "fouling of the nest," by pollution of the air, the soil, and the water and by poisoning the psychic springs of life through cynicism, inhumanity of man to man, violence in the theater of man's communication, rejection of history as a foundation for the study of contemporary problems, and denial of any admirable sentiment or meaningful purpose for the human community--all of these and many more deep concerns make the theory of teaching assume a new obligation. To bring teacher education into a new "relevancy," a new and vital touch with the reality of life, now has the highest priority. This will require much more than lectures about it or periodic visits by teacher education candidates to the ghetto. It will mean much more than sponsoring debates on the merits of establishing an urban coalition, or tutoring disadvantaged children, or visiting in their homes. It will require the underwriting of major task force investigations and experimental trials of new patterns of experience and study for prospective teachers.

The Use of University Resources

The universities of America, long regarded as a principal source of the structure of ideas to guide the development of education, political processes, and economic changes, and even to assure personal intellectual and spiritual fulfillment, are now gasping for breath under a new load of expectation. They are invited to nourish individual and

group political action. They are expected to provide for the administration of programs of planning in a wide variety of fields and to forge new modes of operation for the performance of public functions. They are even expected to take over personal, family, and community functions now worn thin by formidable, baffling tensions, by spreading affluence, or by other social changes. To serve the society has always been the high purpose of universities, but today they are coming to be expected to "service" a range of social processes, from industrial testing and securing production efficiency to psychiatric counseling. Such changes of expectation put the very integrity of universities in jeopardy. The education of persons who are to influence the vital mainsprings of cultural life, such as teachers for schools and colleges, has become confused by overpowering pressures upon universities, and often tends to be submerged and left to the mercies of expediency. A new appraisal of the proper use of university resources for vital teacher education responsibilities is urgently in order. To bring this about, an enlarged priority for teacher education must be granted.

Unity in the Education of a Teacher

The fully qualified teacher is far more than a technician. His role is leadership in human development. He understands the main elements and trends of the culture in which he lives and works. He relates his efforts to people, especially his students, with appreciation for the nature of their behavior and its origin and motivation. A program of teacher education, therefore, must draw upon many of the scholarly resources of the university in the social,

humanistic, and scientific disciplines. Moreover, the teacher functions as one person, himself, and his education must generate a unity in his own resources for every decision and action involved in his professional performance. A teacher education program must provide for more than the mere assembly of parts and pieces of knowledge; it must provide for total functional effectiveness. Such a holistic concept of the teacher education program is yet to be fully understood and created through the joint efforts of all university personnel who are needed. Increasingly complicated obligations in the roles of departmental faculty personnel in the university of today necessitate special resources for the creation of faculty complexes to assume direct responsibility for teacher education.

A single illustration may reveal the nature of the problem. The preparation of a science teacher today necessitates a cultivation of understanding of the social consequences and the human import of many scientific discoveries. Prescribing additional sequences of courses in political science, anthropology, economics, sociology, philosophy, and current history is impossibly time consuming. Consultant and joint staffing in the teacher education program, across departmental lines in the university, is the only feasible means of broadening the scientific concentration of such a teacher. This materially increases the per student cost. A soundly prepared science teacher can receive no less richly furnished an opportunity, however, for grasping the full meaning of science for the children of today.

Perspective for Specialization

Intensive specialization has tended, in recent times, to override

broad understanding among people who are responsible for both technical and intellectual processes in social institutions. Technological developments are often led by people whose perspective of the impact of those developments upon human welfare seems notably limited. Public life is frequently dominated by people whose sense of responsibility seems to be more to process efficiency than to the essential human values involved in public policies. Teacher education has not escaped this confining influence of over-specialization. While specialization has been an indispensable element in the creation of new ideas, methods, and techniques, the teacher who "cannot see the forest for the trees" is inadequate and even dangerous as a guide to the development of young people. Teacher education programs need critical revision to restore, or to create anew, in the circumstances of the present, broadly significant understanding of the social and cultural life of today and for tomorrow.

Continuity in the Education of a Teacher

Full qualification for the professional work of teaching is now a lifetime undertaking. Gone is the situation where a few "credentials of entitlement" can yield confidence in the preparation of a person to teach, either in his own mind or in the view of professional or community leaders. No longer, if it was ever justified, can initial certification of a teacher be regarded as a guarantee that the individual will continue to approach a mature stature in the practice of the teaching art. At best, it can be only a reasonably safe start for a life of intellectual growth, deepening commitment and continually enlarging technical skill, with a view to keeping pace with an edu-

cational program in schools and colleges never before so sharply tested, so deeply in ferment, and so resolved to move forward to greater significance. A teacher's motivation and indentification with the full potential of his work may originate early in life or only with unexplained suddenness during a critical period of searching for a means of channeling his energies, but it is the fuel for his continued achievement. This commitment to the career, imperfect at the start, must be replenished over and again, in student days and during the trials of performance on a professional assignment. The teacher education program, therefore, must be both a launching device for the novitiate and a resource for growth and fulfillment on the job. The initial undergraduate preservice program is already breaking over the confining terminus of the Bachelor's Degree and being extended into graduate study. A continuity throughout the years of preservice and in-service education is vital. Artificial breaks of the continuity, by means of degrees or other certificate qualifications, should be bridged by a gathering awareness, on the part of the individual, of the challenge of the daily work and the emerging necessities for his service in the present and the future. Teacher education institutions must be enabled to join with public and professional groups to restructure career development programs, in order to realize the continuous increase of competency and professional fulfillment of members of the teaching force.

Depth of Understanding for Teaching Effectiveness

If the intellectual, humane, and practical stature of the teacher is to merit high professional status, the educational opportunity for growth in those dimensions must be greatly upgraded. With the passing

of the traditional scientific, social, and moral certainties and with the recent accumulation of mountainous masses of new factual information, the main task of education has basically changed. The focus is no longer upon mere knowledge accumulation, but is now in the area of the use of knowledge, the interpretation to be placed upon it, and its selection for and by people who are to think, feel, and act in their personal and community roles. This calls for a new kind of inquiry training for the teacher. It also calls for a new level of confidence, based upon assured ability to work in a field of open communication with people who are to be respected as they are, rather than for any type of label they bear.

No teacher can confidently and significantly help people to use knowledge which that teacher does not himself possess. Meaningful contact with scholars oriented to dynamic inquiry must become a regular ingredient of teacher education. At the earlier stages, the student must be immersed in the work of the scholarly community to understand and learn to share its high purposes, its concepts of relevant inquiry, its strategies for advancement of the fields and for the public welfare. At the advanced stages, an honestly demanding and richly nourished internship for the prospective teacher will bring this whole experience into focus for professional performance. No teacher should be assuming major school leadership responsibilities who is not himself engaged in serious inquiry, and schools should expect and provide for such inquiry by their qualified teachers.

A program of teacher education tailored to such exacting standards must represent a greatly increased financial investment over that now

commonly regarded as acceptable. Individualization of teacher education, with full use of university scholarly resources, is no less necessary than in medical education, with which teacher education may appropriately be compared in purpose and significance.

Student Responsibility in Teacher Education Program Development

The "silent generation" of students, if indeed there really was one, has passed and been replaced by students who can and do have opinions and speak their minds publicly concerning their own goals and fortunes in this life and their own education for the realization of those future possibilities. Today's students are ready to accept the long-time challenge of educators to take responsibility for their own education. This is no less true of students whose career aspirations have been reasonably definitely identified than of those who are still in the stage of general orientation to the life situation with which they seem to be confronted. Prospective teachers are finding out on their own what good teaching is and what kinds of education they will be needing to serve as teachers. Students must now be enlisted as partners in the task of shaping the appropriate teacher education program. It must be a shared task, in order that the curriculum process and product shall neither be too abstractly theoretical nor be improperly limited or dominated by immaturity or inadequate understanding of the greatness of the human adventure--the deeper meanings of the good life and society. Neither the empirical reproduction of commonly observable educational practices nor utopian fabrication of supposedly better ones will yield a defensible teacher education program. Committed study of the real, the possible, and the desirable, by deeply

purposeful teachers, will do so. Teacher education faculties must learn to treat their students as junior professional colleagues in such a quest. This will require many new approaches in universities, often shattering accepted organization and practice, and will require flexibility where the set for efficiently manipulated "production" of teachers is more often the rule than the exception.

Differentiated Staffs

Good schools today are open and exciting places for expression and personal fulfillment, rather than for mere methodical acquisition of organized information and technical skill. Inquiry, exploration, and discovery have replaced accumulation of data for possible, but unspecified, later use. Group action in pursuit of an idea through experiment, field and laboratory contact, dramatic portrayal, and artistic representation are common practice. Individual projects adjusted to special interests, respecting differences in rate of learning among students, as well as styles of motivation and persistence in opening areas of related significance in particular learning sequences, all characterize the good school of today.

Such a school cannot function on the basis of a single teacher for each classroom group. It cannot follow a rigid syllabus demanding uniform production from all students. It requires many specialized teacher resources and supplemental staff services, in order to follow its flexible pattern of adjustment to new developments in its processes. A teaching team is required. A master teacher, specialist professional resource colleagues, various technical personnel for guidance services, evaluation, field exploration and special task

supervision, assistants for record-keeping and materials processing, all have places in a team to work imaginatively and competently with student groups larger than the traditional 20 or 25, but operating in many smaller units for specific purposes.

This new pattern of staffing affords the possibility of many stages of introductory learning experiences for prospective teachers. Each stage legitimately affords at least limited employment opportunity for persons advancing toward the fully certified teacher stage. Thus a continuous career line opens to the novice, with graded opportunity and compensation throughout a rich sequence of experiences in preparation for teaching. Teacher education programs must take account of such a new opportunity for deploying varying talents and competencies in building the fully qualified staffs for schools of the future. Programs utilizing such a career line concept should obviate the presently wasteful practice of colleges graduating great numbers of young people either who have had no way to test deeply their interest in teaching careers or who may never have intended their teacher preparation to serve as more than an insurance policy.

Use of Technological Advances

For the past two decades, as never before, mechanical ingenuity has made available to the field of education devices for storing, retrieving, processing, interpreting, and applying information to learning by children, youth, and adults. Planned sequencing of information and learning exercises, with means of electronic control and manipulation in a wide variety of ways, are now at the disposal of teachers. Many of these devices have been prepared with the assistance of teachers,

yet a great many teachers are bewildered and confused in the use of such instructional aids, for various reasons.

For one thing, the machines, devices, and programmed materials have not been used sufficiently intensively, nor for a sufficient time, in the teacher's own education to make them familiar and fully understood. The costly mechanical installations and packaged materials, often falsely promoted on the principal ground of the ultimate saving of money, rather than primarily upon the ground of their educational merit, have either not yet proved sufficiently convincing to bring about their acquisition by many schools and colleges, or have literally been unavailable for the lack of funds to purchase them.

Again, the new instructional aids usually necessitate their own curriculum patterns and changes in the use of school time and procedures. The authority for preferring these substitutions over more familiar ways has frequently not been readily recognizable. Teachers do not believe that machines can teach, even though, under proper control, they may obviously be valuable in certain definite instructional processes.

Perhaps the principal factor, however, is the dearth of materials of instruction to be used in the new technological processes. The machines provide a voice, but they have nothing to say, until scholars and teachers can prepare and program the content to be used in teaching. This is a massive undertaking, requiring mobilization of faculty time to be devoted to the inner substance of the instructional processes.

The idea of mechanical aids and programmed instructional materials will not go away, nor should it be brushed off, for any reason. These

products represent a serious effort to improve educational processes, and they must be studied carefully. This is one of the major tasks for which teacher education institutions must be equipped and financed properly.

Recognition of the Affective Dimension of Human Personality

One of the products of the high development of science and technology has been the overshadowing of the affective domain in education. Strangely enough, without serious educational nourishment, this side of cultural development, especially in the creative and performing arts, has undergone a lusty growth in recent years. Classical and modern music, the graphic and plastic arts, and the theater have all flourished to new levels, with little institutional sponsorship. The way of the artist is coming to be used to express some of the most meaningful and effective of man's self-images and aspirations. If developments in the arts often seem to need more cogent criticism, they also seem not to have been stifled for the lack of it.

The time must soon come when it will be evident to educators that people express themselves, not only through logical and cognitive processes, but also through intuitive and appreciative ones. In fact, the current groping for moral and spiritual renewal indicates a widening sense of the barrenness of pure intellect as a means of discovery of idealism appropriate for the twenty-first century.

To be sure, intuition and appreciation seem not to yield to the processes of intellectual analysis and explanation to which our age has become accustomed and upon which it has placed such exclusive reliance. This need not rule them out of educational consideration,

however. The task of the competent teacher, and therefore of teacher education, is to recognize both types of human interest and activity and to see them as aspects of the same human processes. No compromise of intellectual standards is called for; nor is continued neglect of affective behavior suitable for an education that will eventuate in true human understanding and fulfillment. Teacher education programs have a major new area of curriculum development to challenge their highest purpose.

All that can be said about the neglect of the aesthetic and other affective dimensions of education may have equal relevance to many of the fields of psycho-motor abilities, such as physical education and technical and industrial skills. These often represent a bald, mechanical training, when consideration of their significance in the life of the human being might immeasurably heighten their effectiveness in learning.

The teacher himself, for whatever kind of professional assignment, must be living an openly expressive life, with growing self-realization through his work. It makes a great difference what values a teacher holds, what he believes about the potential of the human being and the human community. It makes a great difference whether he is deeply aware of the critical problems confronting men today in their quest for a better life, not to mention for possibly bare survival. Does he really think that any or all of these problems are soluble? What kinds of effort are required? Even more, it makes a great difference what kind of a personality he has, what attitudes he displays toward his fellow men, whether he can bring genuine warmth

and affection into his own human relations, whether he has an appropriate level of personal security as a human being. These qualities are fundamental ingredients in the education of a teacher.

A Support Program to Raise the Quality of Teachers

Universities are on a low plateau in their teacher education performance. Low total levels of support spread their efforts so thinly over processes to meet traditional expectations that no peaks of excellence, much less overall distinction, can long survive. Small colleges often only grudgingly engage in teacher education, with pitifully inadequate staffs. Large, complex institutions routinely conduct the first level, preservice programs annually to yield large numbers of partially and haphazardly prepared beginners for teaching. Limited in-service development programs are conducted through an uneasy liaison between school systems and colleges or universities, neither of which agencies is in a position to put important financial support into them.

Federal support for educational improvement has made little impact, even though the amount of such support has significantly increased in recent years and a major emphasis has been given to social conditions. Federal support has been directed chiefly to a wide range of small specific training programs. Under the Education Professions Development Act, for example, no major qualitative problems have been attacked, and the available funds have been so limited and dispersed so widely as to make little difference of a qualitative nature. The methods of attack have generally been determined by central governmental authorities and without regard to their connection with the regular, ongoing educational programs of the universities or of the elementary and secondary

schools. Often the special projects have drained vital staff resources, to the further detriment of the large ongoing programs of institutions.

The time has come for America to place a top priority upon the education of its corps of teachers to a first-rate level of quality. This can be done through existing universities, school systems, and professional groups, and with the cooperation of other agencies of the community, but it will require much more money than has ever before been spent upon teacher education and new patterns and methods for the provision and administration of that money.

This situation requires continuous study and action at the national level. Only from such an effort will universities and cooperating agencies be enabled to secure the resources and use them to bring about the massive improvement of teacher education now so urgently needed.

A National Teacher Education Foundation

A central focus program for quality in teacher education, of the magnitude now so urgently needed, should be comparable with thrusts for national economic development, public health, transportation, or adequate housing. It should command top level leadership talent. It should be conceived on a long-term basis. It should strengthen existing institutions and create new ideas for their adaptation to new circumstances. It should be in continuous growth, with provision for evaluation to permit modification upon the basis of sound evidence of successes and failures.

As a means for the development of such a program, the NACSE

recommends the immediate establishment of a National Teacher Education Foundation, with a life of ten years (with possible renewal), to be financed in part by funds to be made available by tax-exempt educational and charitable foundations and in part by funds to be appropriated by the federal government. Such a foundation should command the services of a small number of top-ranking scholars and other educational leaders for an investment of a period of years in their careers, as well as a number of additional high level educators to work upon specific projects or problems over a shorter period of months or years. In many instances it would generate and develop programs which would ultimately become a responsibility of the regular operating divisions of the United States Office of Education. It should give a new level of visibility to the problems and possibilities of the proper education of American teachers and justify substantial additional support for such education from the United States Congress and from state and local authorities, as well as from private sources.

Two main functions would be performed by the new foundation, and indeed, the organization of the foundation might properly provide for two divisions, each to take leadership in the performance of one of the two functions. On the one hand, the foundation should devote itself to the recommendation of priorities in teacher education program development, based upon developing new concepts of the purpose and character of schools and school systems. It would view the current situation, interpret it, and plan for new efforts in the field. It would help to keep the major efforts on target. On the other hand, the foundation would develop implementing projects, intercede for their funding, at

least on a pilot basis, evaluate their merits, and recommend certain ones for general adoption by regular operating authorities at national or other levels. Throughout its program, the foundation would build upon the best work now going on under the auspices of the United States Office of Education.

The work of the foundation would in no wise replace the presently significant discipline-oriented bodies or other principal advisory groups for particular functions now embraced by national government agencies in education. It would, however, add an important professional scope to the deliberations and actions of government in the broad field of teacher education. This would be its prime value.

Specific Tasks for the Foundation

Clarifying Needs for Massive School Reform

Basic to the whole function of improving teacher education is the clarification of the idea of what schools should be like in our time. This is a large, cooperative task for our society, in which teacher educators must play a vital role. The foundation should help in mobilizing task forces of creative scholarly and professional talents to examine the matter in the most fundamental way. The following steps would be necessary:

1. The basic educational deficiencies of our present educational systems and programs must be clearly and professionally identified. Leadership for change must initially take off from a clear, unmistakably adequate, and forthrightly candid appraisal of the inadequacies, deficiencies, dilemmas, and problems of contemporary educational practice.

2. Any proposals for relieving the present educational inadequacies

must proceed from a systematic theory or perspective of what an educational system should do--what are its roles, its functions, its goals, its limitations--with respect to its responsibilities both to society and to individual students.

3. The priorities and strategies for accomplishing them in proper sequence must be clearly delineated.

4. The roles of all individuals or groups involved in both the governance and the implementation of the educational enterprise must be clearly established.

5. Adequate models for each phase of the educational system must be developed and tested.

6. Clearly stated policies indicating the responsibilities of both public and professional agencies for the effecting of the necessary educational directions must be developed.

7. Machinery must be established through which the political power of the educational profession and its allied groups can be mobilized to enforce the implementation of task force findings through federal and state legislation. Inherent logic will not secure the adoption of task force findings in a political and fragmented environment. Persistent professional and political action can bring desirable educational directions for the future.

General Financial Aid for Undergraduate Teacher Education

The simple fact is that the operation of a teacher education program upon a proper level of quality requires much larger budgetary support than is presently available. The foundation should press to obtain it. In many states, doubtless additional support could come

from state authority, if the resolve were there. All states will need supplemental resources from the federal government. College authorities need to have room to undertake new and creative activities now simply precluded by the austerity under which they must operate. Much of the need lies in the area of supplementation of existing staffs, especially in the senior leadership category, such as the premium professorships now commonly provided in certain other university fields. Special funds, not rigidly structured for expenditure only on a line-budget basis, are needed to develop and augment facilities for field experiences of teacher education students. Pilot curriculum development groups and activities and course content improvement projects require free funds to cover non-salary expenditures, as well as for regular staff time. Federal funds for these general teacher educational operational purposes should be made available to good universities which are engaged in largely productive teacher education programs and which give evidence of serious efforts in offering graduate study programs, as well as in research, rather than to equally good universities merely preoccupied with small pilot projects. Such a federal program might be started with perhaps 20 institutions the first year, 30 the second, 50 the third, and thus gradually increased in a few years to some 800. With careful study of the effectiveness of this program, it could then reach even wider development.

It cannot be denied that every educational institution may be open to a charge of giving inadequate scrutiny to its present expenditures. Many institutions, through bold priority decisions, could greatly help themselves. Some budgeted activities are un-

doubtedly poorly justified, and more thoughtful budget planning might save money. The effect of low support levels, however, may be reflected in this insufficient planning and evaluative activity.

Many dimensions of wisdom in teacher education program operation, however, can only be created by provision for their direct cultivation. Illustrations abound. A great lectures series is often sacrificed to the tight budget demands. Curriculum development and course content improvement work is of first importance, but usually has no systematic place in the limited line budget. Simulation films and many other instructional materials cost money that does not readily appear in an over-systematized college or school system operating budget tied mainly to the salary rolls and to enrollment figures.

No new formula support plan is sought here. The need is for a systematic but discriminating infusion of aid for the improvement of the quality of teacher education. Qualifying guidelines should be set up, providing for experiments in sharing resources between the foundation and local institutions. The program here suggested is designed primarily for institutions with large undergraduate teacher education enrollments and strong staffs to serve them, even though other types of institutions contribute in special ways to the field.

Physical Plant and Equipment for Teacher Education

The anxieties of our society since World War II illogically have affected and distorted the priorities for university expenditures for physical facilities. Teacher education, year after year, has been forced to yield to the sciences, the technologies, medicine, and law.

Consequently, plant and equipment facilities for teacher education today are frequently outdated and in extremely limited quantity. Not only is there excessive crowding, but the physical models for modern educational processes are simply not available. Even though a number of new teacher education facilities have been built, teacher education programs are generally conducted in buildings of obsolete design and with equipment and the means of its utilization which are often far inferior to those of school systems being served by the colleges. The plant and equipment starvation of teacher education colleges imposes a heavy burden upon the efforts of such colleges to assist in upgrading a system of schools struggling manfully, if often opportunistically, to overcome apparent rigidities and become reoriented to new community conditions.

There is no denying that building funds have frequently been used unwisely. Impressive, brick veneer structures have been built where less expensive, more flexible designs might have sufficed. Better use of building funds now in hand in the universities is necessary. Rapid general expansion of higher education enrollments, however, is putting a tight squeeze upon further local and state funds. Federal aid for buildings and equipment for teacher education is urgently needed, both to emphasize the priority of teacher education and to sponsor creative innovations in provision of these facilities.

In the latter connection, one of the most serious deficiencies lies in the provision of laboratory facilities. Spaces for individual student inquiry, for on-campus practical laboratory training in teaching, and for simulation of school situations, both by means of films and by

provision of special pupil groups for model training, are now recognized as essential for good teacher education, but are seldom properly supplied.

A national stress for the relief of the inadequacy in teacher education buildings and facilities is now urgently needed. This should be met by provision for both construction grants and equipment grants from federal funds, and should be strongly promoted by the foundation.

Consortia of Universities and Other Public Agencies

Teacher education is no purely theoretical matter. A constant interplay of theory and practice is necessary. The active participation of school administrative agencies at the state and local levels, as well as major professional organizations, is indispensable to such a rich combination of different kinds of experiences for the teacher.

There is a vast difference between what is needed and the presently typical student teaching arrangement. Teacher candidates are now generally dispersed to classroom stations, often many miles from the campus of the university, for superfically supervised observation and trial of teaching responsibility which may be passively accepted by the school system as its necessary duty to provide and which ordinarily has no constructive influence upon the school program itself.

This routine, mass-production arrangement for limited student field experience should be replaced by one in which universities and school systems would designate certain portions of their staffs in common, to be used in joint efforts to afford significant, innovative teaching experience situations which would give the new teacher candidate a reality test for his professional preparation, drawing heavily upon his own creative energies. Such a program would serve as a vital change agent

for improvements in the school system itself.

For both in-service and preservice programs, funds must be provided to enable universities in cooperation with certain other educational agencies, to form broad, regional plans of outreach to groups of teachers and community educational programs of many types. All such groups should be sharing in curriculum development and in the evaluation and improvement of teaching. The financing of such plans transcends existing operational structure and requires special grants for experimental work to be projected and properly evaluated for effectiveness. Consortia of universities and local school systems need to be formed to shape such collaborative projects both for economy and for the use of varying scholarly and professional resources. Effective participation of all institutions and agencies in such cooperative relationships requires that each should accept a share in the costs, where no one institution or agency can go it alone. Initially, supplemental funding of sizable proportions will be necessary to launch the operations.

Sharing of functions and resources of the various agencies will prove, in many ways, a new process, and will require adjustments in the use of the authority traditionally assumed by each agency. The forming of regional plans and operations will be no simple matter, will require imagination and commitment to high purpose, and doubtless will often generate various frictions. Modification in the performance of each participating group may come hard. The question often arises, for example, of responsibility for direction and evaluation of the work of the student who is engaged in field experience,

whether it be the local school authority or the teacher education college in which he is enrolled. Mere legalistic combines will be no solution. It is not a matter of creating a new corporation to override the independence of each of the parts. It is a matter of devising new free associations to govern the performance of new functions. The foundation should develop a program to assist universities and other educational institutions and agencies secure the resources to achieve the significant collective strength for educational improvement which is within their reach.

Faculty and Staff Development

Tight and unimaginative (even uninformed) budgeting of universities and routinely overloaded faculties responsible for the production of graduates, along the lines of an industrial model, rather than primarily for the cultivation of people and their guidance toward significant competency and achievement, tend to stunt the creativity of faculty individuals and groups. With the rapid expansion of educational needs in recent years, university faculties concerned in teacher education have responded to quantitative pressures, but have neglected to fulfill their function and potential for creating the new ideas so urgently invited by the age in which we now live. This desiccation of imagination and creativity in faculties must now be stopped, for education can no longer prosper by mere provision of student stations; new programs must be devised if the educational system is to continue to meet its fundamental obligations to society. Thus universities must be provided with the financial leverage to give to their staffs the same opportunities to change and to grow on the job which are so evidently

necessary for all teachers. This will mean the provision of time for the professor to engage in individualized instruction of students, to assist in finding solutions to operating problems in the teacher education program, and to render service to his clients, whether those be his students, his institution, a school or school system, or another type of community education institution, agency, or program. The traditional concept of appropriate unit costs for teacher education must be abandoned and replaced by one fitted to the reality of current responsibilities of teacher education institutions. To do this immediately will require supplemental funds, over and above those available from the institution itself, for the explicit purpose of improvement of the quality of institutional staffs engaged in teacher education. The procurement of such funds, together with assistance in their wise use, should be a major responsibility of the foundation.

Course Content Improvement in Teacher Education

The proper study of education for professional purposes has undergone such fundamental and rapid change in recent years, that today nothing short of a major national project-concentration upon the revision of courses and other learning sequences can enable the presently necessary contribution of the field to be realized. With the burgeoning change now required of schools, obsolete curricula being replaced, teacher preparation must be changed to reflect new school programs. New concepts of the learner, his potential, and his needs, make previous guides to educational psychology anachronistic. Changed relationships between young people and their families, modified projections of the opportunities young people may enjoy as they enter adulthood, and

exploding aspirations and potentialities for the fulfillment of individuality in a free society call for fundamental changes in the concepts and practices of educational guidance services in schools. New competencies are thus required of teachers and other members of the educational profession. New forms of school organization, new concepts of the selective functions performed by schools, and the upward extension of education through the high school and for many, if not most young people, into the college years and continuing education programs for adults, all call for modification in preparation programs for professional educational workers.

It is evident that the substantive content of preparation programs in the field of education, as well as in some other fields embraced in teacher education, must be in a constant process of revision, updating, and refinement for their utility. Such revision is a staggeringly time-consuming obligation for faculties. The foundation should mount a program for this purpose and intercede for appropriate funding without delay.

Federal Grants for Exemplary Programs

A system must be devised for the approval and funding of special project grants, which reinforces the distinctive strengths of the institution from which the project leadership is to be drawn. Indeed, the urgent need at present is for special program grants to replace funding on a project-by-project basis. Both the integrity of teacher education programs and long-range planning for them are thwarted by the latter approach. Institutions and agencies cooperating in the education of teachers must be enabled to develop their strengths,

as well as to attack specific problems.

Frequently, a thoroughly defensible undertaking, from the standpoint of the special interests of a particular field of learning, preempts the ability and opportunity of an institution to utilize its limited resources in dealing with a need of overriding importance. Moreover, competition for project grants, in the past, has imposed an unbelievable burden upon institutions and agencies for the preparation of applications. It is not uncommon for ten or more proposals to be submitted in order for one grant to be received, and even for more money to be invested in unsuccessful applications than is provided to successful ones for their operation. This is unconscionable waste. What is even worse, plans must be laid for the pursuit of all proposed projects, rejections then necessitating massive revisions of operations at the last moment. This type of procedure makes virtually impossible large, planned, cooperative developments of teacher education institutions and school systems.

The plan and system for the use of supplemental funds for teacher education, especially at the federal level, is urgently in need of review for the purpose of real enhancement of the effectiveness of programs in institutions of demonstrated strength, whose continued and extended investment in teacher education is vital to the achievement of proper goals for the educational system of the country.

The Intentions of NASCE

In stating the above recommendations for the improvement of education, particularly the education of teachers, the National Association of Colleges and Schools of Education in State Universities and Land Grant Colleges expresses its deep concern for bold and im-

mediate action. It conceives the proposed National Teacher Education Foundation as no national management device, but rather, as a means to channel the most convincing spokesmanship for teacher education to those individuals and agencies charged with policy-making and budgetary appropriations for education at national and state levels. The foundation should function to strengthen individual, institutional, administrative agency, and professional organizational innovation, creativity, and responsible performance in teacher education. It should be the conservator of ideas, and no standardizing influence. Teacher education should be richer, rather than necessarily more uniform, as a result of the foundation's activities.

The NASCE stands ready to give every possible assistance, through its collective deliberations and the resources of its institutional membership, in putting forward an indispensably vital movement to provide better teaching in American schools and colleges.

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